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CITY OF OTTAWA - VILLE D'OTTAWA

From: Community Development Department Date: November 15, 1984
De:
Ref. No.: 0713-795/84 B1E044
N° de ref.:

Action Exécution		Information Pour votre gouverne	Ward Quartier
[X] Administrative administrative	[ ] Policy politique	[ ]	City-wide

To/A:

[1] Ottawa Planning Committee
Comité d'urbanisme d'Ottawa

[ ] Physical Environment Committee
Comité de l'environnement

[ ] Admin., Policy and Priorities Committee
Comité de l'adm., des politiques et des priorités

[ ] Other
Autre

Non-Profit Housing
Logement à but non lucratif

[ ] Executive Committee
Comité exécutif

[ ] Board of Directors
Conseil d'administration

[2] City Council
Conseil municipal

SUBJECT/OBJET

3. Housing Study: Work Programme. CD-4310-1.

Étude sur le logement: Programme de travail.

DEPARTMENTAL RECOMMENDATION

(1) That the Housing Study Work Programme as presented in the attached report be approved as it pertains to (i) the policy areas to be addressed and their corresponding priorities and, (ii) the methodology to be used.

OTTAWA PLANNING COMMITTEE RECOMMENDATION - November 20, 1984

The Committee recommends deferral.

OTTAWA PLANNING COMMITTEE RECOMMENDATION - November 27, 1984

The Committee concurs and so recommends subject to the following additions:

1. That participation with the public include an approach which will see most Ottawans understanding the issue and that perhaps different approaches be developed so as to encourage each community to do what it can to help solve the problem (e.g. a. some areas could introduce conversion or granny flat. b. some infill, etc.)

2. That some effort be made to develop close co-operation among the different sectors to perhaps encourage joint ventures etc, but at least an understanding by all of the actors involved in the housing production.

3. That the Housing Study Work Programme be given top priority by City Living, Legal, Finance, Physical Environment and Buildings Branch.

4. That the public participation process reflect the previously approved report (Attachment 3).

5. That co-ordination be ensured with the Regional Municipality of Ottawa-Carleton, particularly in the areas of emergency housing and support services.

6. That the Physical Environment Department be involved as appropriate (co-ordination and input from City departments).

DEPARTMENTAL RECOMMENDATION

(2) That the Housing Study Work Programme Schedule provided in Attachment 1 be received.

OTTAWA PLANNING COMMITTEE RECOMMENDATION - November 20, 1984

The Committee recommends deferral.

OTTAWA PLANNING COMMITTEE RECOMMENDATION - November 27, 1984

The Committee concurs and so recommends.

DEPARTMENTAL RECOMMENDATION

(3) That two (temporary) intermediate housing policy planners be hired rather than one (temporary) senior housing planner and one (temporary) planning technician, as approved by Council on September 5, 1984.

OTTAWA PLANNING COMMITTEE RECOMMENDATION - November 20, 1984

The Committee concurs and so recommends.

CITY COUNCIL ACTION - November 21, 1984

CARRIED.

ADDITIONAL OTTAWA PLANNING COMMITTEE RECOMMENDATION - November 27, 1984

1. That an advertisement related to the staff positions be placed in the Citizen and Le Droit by December 10, 1984, at the latest.

2. That an active search be done with the Social Planning Council and other interested groups to determine if they know individuals who could best fill these positions.

3. That the group be allocated separate space (that Meeting Room A on the second floor of City Hall be considered).

Yeas: Aldermen Bird, Denison, Holmes, Kehoe, McSweeney and N. Smith

Nays: Alderman Bourns (Note: Alderman Bourns was opposed to the use of Meeting Room A only)

BACKGROUND

At its meeting of September 5, 1984, City Council approved the following motion:

"1. That the allocation of complete responsibility to the Department of Community Development, Planning Branch for co-ordination, initiation and development of housing policy except in those areas specific to City of Ottawa Non-Profit Housing Corporation [as outlined in Attachment 1] be APPROVED.

2. That the details of the implementation of the transfer of the policy function to the Planning Branch, be resolved between the Commissioner of Community Development and the Housing Manager; in particular the identification of those policy areas which are City-wide and those which are specific to the City of Ottawa Non-Profit Housing Corporation; and that staff report back to Council prior to budget.

3. That a Senior Planner position be established in the Planning Branch of the Community Development Department.

CITY OF OTTAWA - VILLE D'OTTAWA

From: Community Development Department
De:

Date: November 15, 1984

Ref. No.: 0713-795/84 B1E044
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Action / Exécution		Information / Pour votre gouverne	Ward / Quartier
[X] Administrative / administrative	[ ] Policy / politique	[ ]	City-wide

To/A:

[1] Ottawa Planning Committee / Comité d'urbanisme d'Ottawa

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[ ] Admin., Policy and Priorities Committee / Comité de l'adm., des politiques et des priorités

[ ] Other / Autre

Non-Profit Housing / Logement à but non lucratif

[ ] Executive Committee / Comité exécutif

[ ] Board of Directors / Conseil d'administration

[2] City Council / Conseil municipal

SUBJECT/OBJET

Housing Study: Work Programme. CD-4310-1.

Étude sur le logement: programme de travail.

RECOMMENDATIONS

(1) That the Housing Study Work Programme as presented in the attached report be approved as it pertains to (i) the policy areas to be addressed and their corresponding priorities and, (ii) the methodology to be used.

(2) That the Housing Study Work Programme Schedule provided in Attachment 1 be received.

(3) That two (temporary) intermediate housing policy planners be hired rather than one (temporary) senior housing planner and one (temporary) planning technician, as approved by Council on September 5, 1984.

DS:pc-6
B1E044
03/10/84

R. Bailey,
Commissioner of
Community Development

BACKGROUND

At its meeting of September 5, 1984, City Council approved the following motion:

"1. That the allocation of complete responsibility to the Department of Community Development, Planning Branch for co-ordination, initiation and development of housing policy except in those areas specific to City of Ottawa Non-Profit Housing Corporation [as outlined in Attachment 1] be APPROVED.

Secretariat Use Only
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OTTAWA PLANNING COMMITTEE
NOV 20 1984
LATE ITEM

OTTAWA PLANNING COMMITTEE
NOV 20 1984
Rec 1 & 2 - deferred
Rec. 3 - Carried

OTTAWA PLANNING COMMITTEE
NOV 27 1984
Carried as amended

OTTAWA PLANNING COMMITTEE COUNCIL REPORT
DEC 5 1984
DEC 5 1984
24A
Carried

2. That the details of the implementation of the transfer of the policy function to the Planning Branch, be resolved between the Commissioner of Community Development and the Housing Manager; in particular the identification of those policy areas which are City-wide and those which are specific to the City of Ottawa Non-Profit Housing Corporation; and that staff report back to Council prior to budget.

3. That a Senior Planner position be established in the Planning Branch of the Community Development Department.

4. That a Planning Technician position be established in the Planning Branch of the Community Development Department.

5. That the Commissioner of Personnel Services review the classification of the present Policy Devlopment Officer position in the C.O.N.P.H.C., in the light of the change in responsibilities.

6. That funds up to a limit of $66,000 be allocated from the remaining funds of $79,300.00 (originally approved to complete the consultant housing study), in order to staff these positions for a term of one year or to provide temporary resources to enable existing staff to fill these positions; and that the amount of $20,000 (1984) be provided from the provision of unforseen and put into Community Development and that the remaining $46,000.00 (approximately) be provided in the 1985 budget.

7. That a work program based on the attached mandate be developed, and that staff report back on this work program at an appropriate time."

The mandate referred to in recommendation 7 is as follows:

1. To develop housing policies and action programmes addressing specific housing issues in accordance with priorities to be approved by Council.

2. As the first priority, to develop policies and action programmes aimed at preserving and increasing the supply of housing for low and moderate income households.

3. If necessary, to undertake additional research to develop further understanding of specific housing issues.

4. To develop effective monitoring and strategic management/evaluation systems for housing policies.

5. To obtain ongoing direct participation and support of City Council in the development of housing strategies.

This report addresses Recommendation 7 dealing with the Housing Study Work Programme and makes recommendations specific to the staffing requirements determined necessary. A separate report deals with the housing roles and responsibilities of both Community Development and the City of Ottawa Non-Profit Housing Corporation (Recommendations 1 and 2).

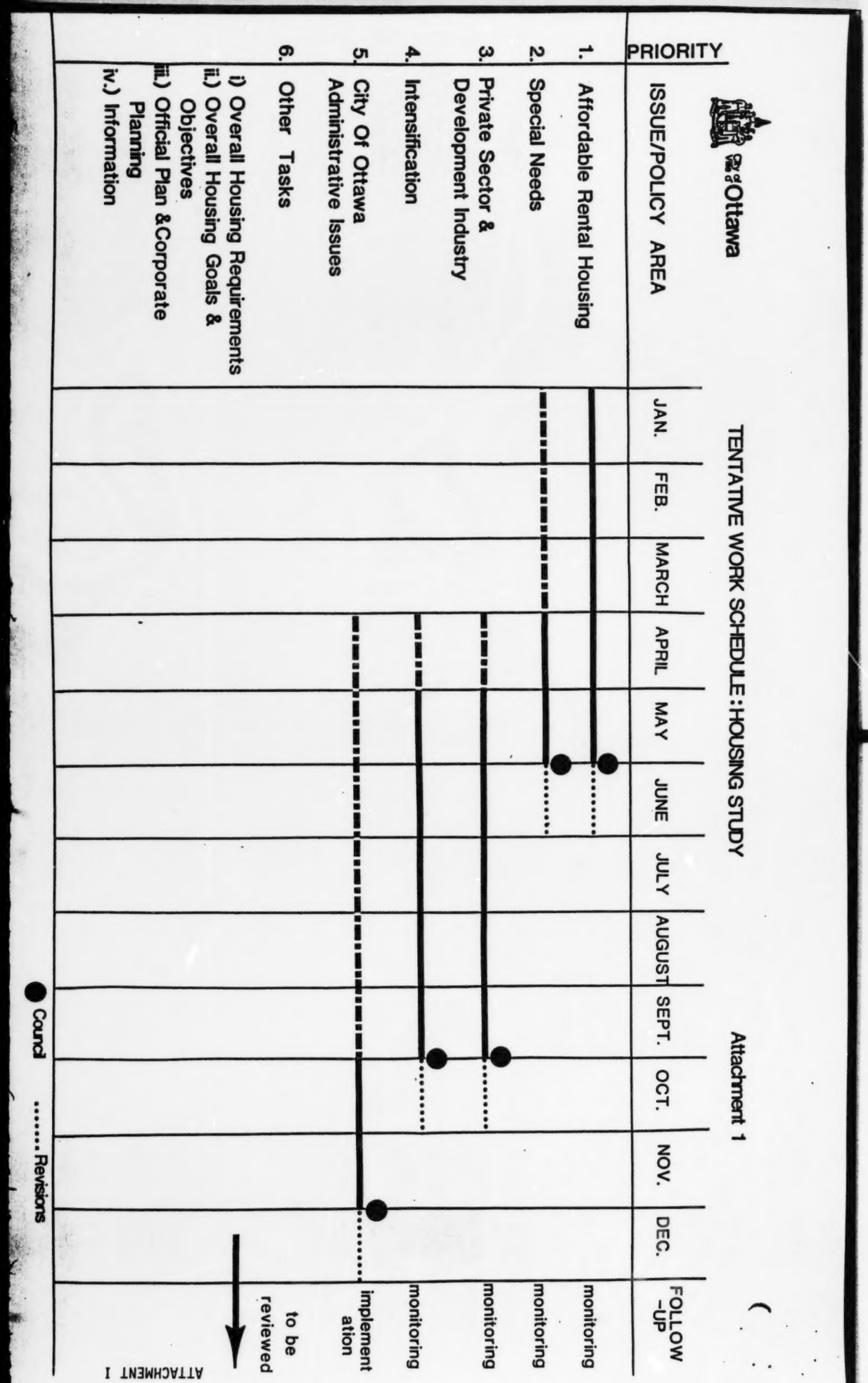
OPTIONS

N/A

RATIONALE

The main housing issue identified in the Phase I consultant report was the short supply of rental housing especially low cost rental stock. Groups most affected by the rental problem were non-elderly singles, low income families with children, senior citizens and special needs groups such as the mentally and physically disabled, ex-offenders, single women and woman-led families.

The second major issue identified (in the Phase I report) related to administrative and organizational aspects such as the absence of a well defined City housing strategy and the lack of a clear identification of roles and responsibilities.



The objectives of the Housing Study Work Programme in this report are as follows:

1. to develop options on housing policies and action programmes addressing specific housing issues in accordance with City Council approved priorities.

2. by addressing policy areas on an individual basis, to develop long-term action programmes which will:

   - facilitate City Council decision-making with respect to housing policies and programme expenditures.

   - define clearly the roles and responsibilities between City departments and between the City and external agencies and organizations (government, private sector, non-profit or third sector, community and neighbourhood groups).

   - provide monitoring and evaluation systems.

The above objectives are based on the following principles or assumptions:

1. that the Phase I consultant report, "Assessing the Housing Situation" provides a working basis for understanding immediate housing trends and issues and for establishing priorities in terms of developing specific action programmes.

2. that the housing policies will be developed on an issue by issue basis whereby policies and programmes will be established for key housing issues in accordance with City Council approved priorities.

3. that the emphasis of the Work Programme is on developing specific action-oriented policy directions and housing programmes including an assessment of different alternative approaches to addressing local housing issues.

4. that the first priority will be on preserving and increasing the supply of rental housing for low and moderate income households.

5. that the development of housing policies and programmes will require ongoing, direct support and input from all City departments including City Living, Legal, Buildings and Planning and from City Council.

6. that for each housing issue to be addressed, the approach will be as follows:

   i) overview of the issue (background) including a description of trends and the supply/demand factors underlying the issue.

   ii) a statement of goals and objectives.

   iii) development and evaluation of alternative policies that the City could take in addressing the issue.

   iv) development and evaluation of alternative programmes including, where appropriate, a detailed implementation plan and budget/staff implications.

   v) the development and maintenance of a monitoring and evaluation system.

7. For each of the issues to be addressed, a policy report containing the above five elements will be prepared. The monitoring and evaluation systems (6v) will be formally established after all the issues have been completed. Council review and approval of the goals, objectives, alternative policies and programmes will be required.

8. that the public input already received (both formally and informally) during the Phase I study will be used in the development of policy options/recommendations and that this input will be complemented with further direct contact with external organizations and individuals focussing on suggested actions/solutions to the housing issues being addressed.

9. it is anticipated that additional research and further quantification of issues may be required to test the validity and effectiveness of City housing programme initiatives before they are formally implemented.

Work Programme

A. Areas for Policy Direction and Priority Assignment

Recognizing that there exists some overlap between the individual issues, the following list briefly describes each issue to be addressed as a "package" in terms of a suggested priority ranking (from high to low). The suggested priority assignment is based partly on the results of the Phase I study and partly on the degree of inter-dependency that exists between issues.

1. a) Supply of Rental Housing for Low-Moderate Income Households

According to the Phase I report, the declining supply of affordable rental is the most important housing issue currently being experienced in the City of Ottawa. Housing groups most seriously affected by the shortage of affordable rental housing include low income non-elderly singles, low income families with children and single parent families, senior citizens and, special needs groups(homeless, transients, physically and pyschiatrically disabled, ex-offenders and deinstitutionalized residents). Due to both economic and market forces, the provision of low cost rental housing has become increasingly dependent on both government and the non-profit/third sector agencies. However, the future of senior government housing programmes is uncertain as is evidenced by the recent reductions in assisted housing unit allocations to C.O.N.P.H.C.

The primary purpose in this work area is to evaluate and develop alternative policy directions and action programmes aimed at preserving and increasing the supply of rental housing for low to moderate income households. Examples of the types of municipal initiatives that pertain to this policy area could include the following:

- encouraging new rental units through zoning incentives such as a density bonus; modifications to land use regulations and zoning by-laws which affect residential supply.

- promoting greater utilization of the existing housing stock (e.g., home sharing).

- consideration of adapting buildings/land not currently in residential use, for residential purposes.

- using municipally-owned lands and properties for joint ventures with the private sector or non-profit groups in residential projects involving lower cost housing.

- innovative financing strategies for new non-profit housing construction or acquisitions.

- the opportunities and effectiveness of lobbying senior governments on housing issues.

The Work Programme here will also include an examination of severances of row and semi-detached housing and the demolition of non-residential (zoned) buildings with housing units - two items which have been deferred by Ottawa Planning Committee. The issue of the City's "fair share" of total social housing relative to surrounding municipalities will also be addressed.

b) Special Needs Housing

Special needs housing (group homes, hostels, nursing homes, etc.) is considered to be a sub-topic of the overall problem of the supply of affordable rental housing, but more selective emphasis is needed for the specialized housing needs of these groups (e.g., personal/community support needs that go beyond basic shelter requirements) and also on the need for the integration and co-ordination of numerous "independent" social agencies and third sector groups in the Ottawa-Carleton Region. The list of possible areas of involvement in the above section also apply here.

2. a) Private Sector and Development Industry

An important area for City policy direction is encouraging and facilitating the private sector in the construction of new housing and the preservation of existing housing to meet the longer term housing requirements of Ottawa's residents.

The Work Programme will examine the municipal government regulations and approvals process including zoning, development control, Official Plan policies to determine if obstacles exist for the approval and development of residential properties. Initiatives that the City can take to assist home owners, small builders and developers will be looked at in terms of encouraging new rental and ownership units and revitalization. This will include initiatives the City can take in "partnership" with the private sector (for example, packaged programmes involving City-owned land, senior government programmes and developer participation).

b) Residential Intensification and Infill Development

As a result of emerging demographic and development trends, it has been generally recognized that the existing housing stock represents an increasingly important source of supply for meeting future housing requirements. The inner city neighbourhoods have experienced the greatest pressure recently as a result of these trends, evidenced by the residential intensification, gentrification and infill development processes now occurring. These trends have resulted in a continuing erosion of the supply of affordable rental housing and in tenant displacement due to conversion, deconversion, renovation and demolition activities.

The Work Program will examine (in detail) infill development, redevelopment and rehabilitation trends in inner city neighbourhoods and assess the implications of these trends on the quality of housing stock and on the changing residential characteristics of neighbourhoods. The analysis will also examine the implications on the supply of affordable rental housing.

From this analysis, policies will be developed in terms of managing and planning for expanding housing opportunities from residential intensification (including downtown housing). City initiatives will also be targetted at specific neighbourhoods.

3. City of Ottawa - Administrative Issues

Following up on the consultant's Phase I report, this policy area will address the organizational structure of the City in terms of interdepartmental roles, responsibilities and interaction as well as the decision-making process. This will include a review of existing policies, programmes and responsibilities. The implementation of new housing programmes and initiatives also has organizational implications. Some work in this area has already proceeded in the review of existing housing policy responsibilities between Community Development and C.O.N.P.H.C. - the subject of a separate report.

4. Other Tasks

The following tasks will be primarily addressed after the completion of the above policy areas and are considered to be longer term projects which will be re-evaluated once the other areas are completed. This work is necessary to enable the City to have an ongoing understanding of the changing housing market conditions in the City and will facilitate a more proactive approach to future housing policy development on the part of City Council.

i) Overall Housing Requirements
- medium and long-term population/demographic projections (housing demand and targets and implications on housing supply mix, land use, neighbourhoods, etc.).

ii) Overall City Housing Goals and Objectives which may include long and short-term corporate goals related to: overall population growth, population mix, fair share, residential assessment growth.

iii) integration of housing policies with Official Plan and Corporate Planning Work Programmes.

iv) monitoring and ongoing evaluation (information and data management systems, computerization, etc.).

B. Methodology

In developing a series of policy and programme options, the following initiatives will be undertaken:

1. Co-ordination and Input from City Departments (General)

The preparation and implementation of City housing policies/programmes requires support from a number of departments including Planning, Buildings, Legal, Finance and City of Ottawa Non-Profit Housing Corporation.

A more detailed review of the roles and responsibilities between the Community Development Department and Non-Profit Housing Corporation is provided in a separate report. Input from the above Departments as well as from other staff members (as needed) will be obtained.

2. Other Municipal Experience and Case Studies

The exploration and identification of possible housing policies and programmes will involve an investigation of what initiatives and programmes (successful and unsuccessful) other municipalities have undertaken in addressing local housing issues.

3. Public Participation

A public participation programme will be developed consistent with Report 0707-447/84 and as approved by Council in August, 1984 utilizing the budget identified. Further, the process to be developed will include, but will not be necessarily limited to, the following:

- a discussion meeting with selected key representatives involved in low income housing including government agencies. This session will be arranged when preliminary housing policies and programs are developed in the work program. Groups will also have the opportunity to submit formal briefs. Briefs submitted by various organizations and individuals in the Phase I Housing Study (Assessing the Housing Situation) will also be incorporated.

- the above representatives will also be used as an informal "resource group" who can be used to respond to specific questions from City staff raised during the course of the Housing Study.

- participants in the resource group will change to reflect the individual issues being addressed during the progress of the Housing Study.

- interviews with key individuals from the private sector will also be arranged to ascertain viewpoints for those policies and programs relevant to their sector.

- a private sector "resource group" will also be used to address specific questions - an example of a resource group would be the Ottawa chapter of the Canadian Homebuilders Association (formerly HUDAC).

- setting up a City-wide notification system.

- draft copies of the housing strategies (issue-specific policies and programs as they are developed through the work programme) will be circulated to relevant groups and organizations. Presentations may also be made, time permitting, to the resource groups.

4. Internal Staff Input

As stated previously, informal meetings with appropriate City staff will be arranged as required to discuss relevant housing initiatives.

An internal "resource group" comprised of staff members from the Planning Branch and CONPHC will be formally established. The purpose of this resource group is to provide for the necessary consultation whereby CONPHC"s expertise in the field of social housing program delivery can be incorporated into the Housing Study. A separate report addresses the division of housing roles between Community Development and City of Ottawa Non-Profit Housing Corporation in more detail.

C. Timing

The individual housing policy or issue areas defined in Section A of this report will all be undertaken in 1985 with the first priority on developing policies on preserving and enhancing the supply of rental housing for low to moderate income households including special needs housing. The work programme for this policy area will formally begin in January, 1985, to allow for start-up time to hire additional staff and to initiate the Council approved work programme. It is anticipated that the policy report on affordable rental housing will be submitted for Council consideration in May/June, 1985. The other issue areas will be completed during the remainder of the year in order of priority.

D. Staffing

Two one-year temporary positions of Intermediate Housing Policy Planner are being recommended to assist in completing the Housing Study's work programme. The hiring of two intermediate planners rather than one Senior Planner and a Planning Technician (as originally approved by Council) will allow for the better organization of work program responsibilities. The corresponding Job Description for the Intermediate Housing Policy Planner is attached to this report.

INPUT FROM OTHER SOURCES

N/A

ATTACHMENT

1. Tentative Work Programme Schedule By Policy Area.

2. Job Description: Intermediate Housing Policy Planner.

COMMUNITY NOTIFICATION

N/A

DISPOSITION

N/A

FINANCIAL COMMENT

City Council at the meeting of September 5, 1984, approved the sum of $46,000.00 Account 707-1234-1300 - Salaries, Policy Section, for the hiring of one Senior Planner and one Planning Technician for 12 mo. in 1984/85, in support of the Housing study Work Programme. Recommendation 3 of this report requests that two temporary intermediate housing planners be hired in lieu of the above for the full year of 1985.

The provision of $20,000.00 approved by Council on September 5, 1984 for the 1984 portion will lapse at December 31, 1984, as no staff will be hired during 1984.

Operating Effect of this Submission

	1984		1985	
	Gross	Net	Gross	Net
Eliminate:				
Senior Planner				
Planning Technician	$(20,000)	$(20,000)	$(46,000)	$(46,000)
Add:				
2 Intermediate Planners in 1985	-	-	$ 73,200	$ 73,200
	$(20,000)	$(20,000)	$ 27,200	$ 27,200

Council approval will constitute a prior commitment to include the amount of $73,200 in the Operating Estimates of Community Development Department.

Commissioner of Finance
JOL:gmk 19/11/84

ATTACHMENT II

City of Ottawa

DEPARTMENT OF PERSONNEL SERVICES
SERVICES DU PERSONNEL
(613) 563-3172
JOHN R. CYR
COMMISSIONER - COMMISSAIRE

JOB DESCRIPTION
DESCRIPTION DE FONCTIONS

PAY SCHEDULE / ECHELLE DE TRAITEMENT: _____

GROUP/GROUPE: _____

E.C.N./N.C.E.: B2E121

DEPARTMENT/SERVICE	BRANCH/DIRECTION	☐ C.U.P.E. 503 ☒ C.I.P.P.
Community Development	Planning	
DIVISION	CLASSIFICATION	☐ C.U.P.E. 2187 ☐ EXEMPT
Policy and Planning	Intermediate Planner	
JOB TITLE/TITRE DE POSTE		HRS. OF WORK/HRS. DE TRAVAIL
Housing Policy Planner (Temporary: 1 Year)		35

SUMMARY:

Under the supervision of the Project Leader, responsible for housing policy development within the content of an overall City Housing Study. Principal responsibilities include housing issue analysis, evaluation of alternative housing policies and programmes and liaison with other City Departments, senior government, private industry, community groups, social agencies and the general public.

MAIN DUTIES:

- Assists and undertakes special policy reports and research projects pertaining to municipal housing issues and trends.
- Prepares and evaluates alternative policies and programmes with respect to municipal involvement in housing.
- Maintains an effective liaison and co-operation with other City Departments, senior government agencies, social and community organizations, private industry and other municipalities.
- Prepares reports on housing issues and strategies and responds to enquiries.
- Develops housing information and monitoring systems.
- Makes presentations to Council committees and in public meetings as required and represents the City at meetings and various housing committees.
- Assists other City staff involved in the Housing Study by providing professional advice and support.

PREPARED BY/DRESSE PAR CLASSIFICATION BRANCH DIRECTION DE LA CLASSIFICATION		REVIEW EXAMEN	1980	1981	1982	1983	1984	1985
		APPROVED BY APPROUVE PAR						
DATE	____ OF/DE ____	DATE						

0301 013 02/83 (REV.)

- Performs other duties assigned by higher authority which are unplanned or of a transient nature and are consistent with this Job Description.

REPORTS:

Under the general supervision of the Housing Study Project Leader.

SPECIFICATION/PRECISIONS:

Education, Experience and Skills:

Honour's degree in Urban Planning or directly related field, preferably with three years of professional planning experience.

Master's degree an asset.

Membership in or eligibility for membership in the Canadian Institute of Planners.

Ability to write reports on planning matters in clear, direct language.

Ability to make verbal presentations.

Experience as a technical planning witness before the Ontario Municipal Board or similar Board hearings.

Excellent interpersonal skills and ability to work in a team environment.

Direct experience in housing research and policy development at the municipal level preferably in the Ottawa-Carleton Region.

Familiarity with senior government housing programmes and with third sector housing combined with knowledge experience in private sector housing industry, infill development and rehabilitation.

Experience in development of information base and monitoring systems related to the housing market.

Ability to communicate effectively with community groups, business representatives, and the media.

Familiarity with municipal government administrative and operations especially in planning and development control.